

CITY OF GLENDORA CITY HALL

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> HOUSING POLICY DEVELOPMENT, HCD

> > JUL 2 1 2008

July 16, 2008

Ms. Cathy Creswell, Deputy Director Department of Housing and Community Development 1800 Third Street Sacramento, CA 95811-6942

Re: Annual General Plan Report

Dear Ms. Creswell:

Enclosed for HCD's use is a copy of the annual General Plan Report for the City of Glendora. In contains a general description of the City's progress in implementing its general plan program. Except for the Housing Element, for which the City is in the process of updating, all other required elements have been updated completing an update process the city began in 2003.

Should you have any questions, please feel free to contact me at (626) 914-8217.

Sincerely,

David Chantarangsu, AICP Assistant Director of Planning

Enclosure: Annual Report



Annual Progress Report on the Glendora Community Plan HOUSING POLICY and Housing Element Compliance DEVELOPMENT, HCD

May 2008 Reporting Period 1-1-2007 to 12-31-2007

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Government Code Section 65400(b) requires planning agencies to provide an annual report to their legislative body, the Office of Planning and Research (OPR) and the Department of Housing and Community Development (HCD) on the status of their General Plan and their progress in its implementation. The report must detail the progress in meeting the jurisdiction's share of regional housing needs and address efforts by the local agency towards removing governmental constraints to the maintenance, improvement, and development of housing.

The purpose for the Annual Progress Report is to assess how the General Plan is being implemented in accordance with adopted goals, policies and implementation measures; identify any necessary adjustments or modifications to the General Plan as a means to improve local implementation; provide a clear correlation between land use decisions that have been made during the 12-month reporting period and the goals, policies and implementation measures contained in the General Plan; and to provide information regarding local agency progress in meeting its share of regional housing needs.

The City completed a comprehensive update program, known as Community Plan 2025 which resulted in a complete update of the City's General Plan. The prior general plan update program was concluded in 1993. All of the mandated elements were updated except for the Housing Element which is scheduled for revision and due to the Department of Housing and Community Development (HCD) in 2008. In addition, an optional air quality element was adopted as part of the program. The elements were otherwise adopted in the following time frames:

Element	Adoption
Land Use	September 2006
Open Space	April 2007
Conservation	April 2007
Safety	April 2007
Noise	August 2007
Circulation & Traffic	August 2007
Air Quality	August 2007

As a nearly built-out community the focus of the update was to refine the existing, well defined land use plan, document remaining development capacity in the planning area, and identify desirable policy changes and/ or improvement programs to improve or maintain the quality of life for residents. Key components of the update included the following:



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Land Use Element

Besides documenting the existing land use patterns, the element identified "Focus Areas" likely to undergo change as a result of influences related to transit, changes in the local economy, and/or changes in the land use pattern.

Broadly stated goals and policies from the last general plan update in 1992 were refined to provide more detailed and specific goals and policies to further approaches pertaining to the hillside development, expansion of the City's Downtown Village, and identifying certain specific plans in the general plan land use map. Major new policies incorporated into the Land Use Element also describe the need for quality infill development, and maintaining neighborhood character.

Significant changes to the land use plan included new land use classifications which better reflected community goals and policies. The following land use classifications were added:

Conservation Open Space

This new designation includes over 4,300 acres of open space and wilderness area under the ownership or authority of the National Parks Department, City of Glendora, citizens, and the Glendora Conservancy. This use encompasses approximately 34 percent of total land within the City. This designation includes privately and publicly owned, undeveloped that will remain in a natural state, and will protect areas with scenic value, environmental sensitivity, sensitive habitats and/or a passive recreational value. It is intended that future improvements or development activities in these areas will be limited to those activities that support the preservation of passive recreational activities, such as soft trails and other facilities supporting passive recreational uses. This new designation signifies the importance the community places over preservation of sensitive foothill lands within the planning area.

Community Facilities

A separate designation has been created for city facilities, public and private schools, hospitals, and other quasi-institutional facilities. Prior to the update these types of facilities would have been placed in residential land use designations. The new designation reflects the level of importance these facilities have in providing essential public services to the community.

Utility & Flood Control

The location of major utility and flood control facilities received a separate designation to help better identify the flood control system that protects the community. City-owned water facilities were also identified such as the Arthur E. Cook Water Production Facility located at the northwest corner of Loraine and Sierra Madre Avenues.



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Route 66 Corridor Specific Plan

The use of specific plans within the planning area is becoming increasingly important in the City's planning activities as a tool to revitalize, redevelop and otherwise conduct land planning on sites ranging from "brownfields", sensitive foothill areas, commercial acreage, or the scarce remaining undeveloped residential land remaining in the planning area. The specific plan process has been used to address development and environmental issues in several major projects since the general plan's last update. The largest specific plan in the community is the Route 66 Specific Plan which encompasses over 300 acres of property primarily oriented along the City's major east-west thoroughfare - "Route 66". The plan anticipates the future Gold Line extension from Pasadena to Montclair and beyond, provides land planning linkages from Route 66 to the City's downtown Village,

The Route 66 Corridor Specific Plan area incorporates seven land use zoning subdistricts, which include Barranca Gateway, Grand Avenue Gateway, Town Center Mixed Use, Route 66 Service Commercial, Central Route 66 Residential, Lone Hill Gateway and Glendora Technology, Commerce and Office.

The Route 66 Corridor specific plan provides a comprehensive set of plans, guidelines and regulatory standards in addition to administrative and implementation programs designed to provide high-quality development within the land use districts, including residential, commercial, office, and light industrial/manufacturing uses.

Open Space Element

Although revisions adopted by the Land Use Element did not include or result in the addition of any new open space areas, major policy initiatives were adopted to develop linkages between existing open space areas within the planning area as well as develop and seek out opportunities to link open spaces between communities adjacent to the community. Policies were also added to formally recognize hillside property acquisition as an official city policy for remaining undeveloped hillside properties. Shortly after the adoption of the Open Space Element, the City successfully partnered with the San Gabriel Mountains and Rivers Conservancy, the Glendora Community Conservancy, and the Trust for Public Land to acquire 150 acres of developable hillside land and set it aside for permanent open space. Existing open space and recreational facilities within the community were identified and documented as well. The City is also a co-applicant with the City of San Dimas to acquire 500 additional acres of open space.

Conservation Element

The update to the Conservation Element included policy updates to incorporate new mandates for stormwater quality through the City's NPDES requirements, and the efforts of the City to preserve rare, threatened, and endangered species found within the community's foothill areas. The element also included information concerning the City's water supply and efforts the City has undertaken to become more self-sufficient in



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producing and delivering clean, safe drinking water to its residents through its water infrastructure capital improvement program. None of these activities existed in the prior general plan update program.

Safety Element

No new hazards have been identified within the planning area since the last general plan update program. However several new mandated programs were created by the state and/ or federal government, the requirements of which were added to the Safety Element as policy statements inasmuch as they affected the City's land use planning activities. These new mandated programs included the state-required Standardized Emergency Management System (SEMS) the implementation of which resulted in the City's adoption of a Multi-Hazard Function Plan (MFHP). In response to federal requirements, the City also adopted a Natural Hazard Mitigation Plan. With thousands of acres of land in the planning area included in a Very High Fire Hazard Severity Zone, policies were updated to reflect current best management practices.

Noise Element

The element update included a description of accepted state and federal noise standards in creating a community noise plan. It included a survey of the planning area to identify mobile and stationary noise sources that have, or could have an adverse impact on land uses in the planning area. Sensitive noise receptors within the planning area were also identified. No significant impacts from stationary noise sources were identified. Existing roadways and Interstate 210 were identified as the sources of potentially significant noise ambient noise levels within the community. Noise levels at various intersections and roadways were measured to identify current and predicted noise levels based on traffic levels expected under the land use plan's build out scenario. Goals and policies were adopted to ensure that appropriate land use planning techniques were incorporated into new development planning to minimize impacts to sensitive noise receptors and to continue to work with CalTrans to look at ways to reduce freeway noise.

Circulation and Traffic Element

The updated element included a description of the city's roadway classifications and a review of the current traffic conditions occurring at major arterials, collectors, and intersections. Existing alternative transportation programs and infrastructure was described such as the City's mini-bus service and bike routes. The tentative extension of the Gold Line light rail line from Pasadena to Montclair is also generally described since the extension will come through the planning area.

Based on the build out scenario anticipated in the Land Use Element, traffic levels were projected over 20 critical intersections in the planning area. A list of recommended improvements were made to roadways and intersections to maintain acceptable levels of



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service within the community. No new roads or other major transportation improvements were proposed as part of the element's update. The element focused on making improvements to the existing circulation network and continuation of the existing transportation programs.

Air Quality Element

As part of the comprehensive update of the City's general plan, an optional air quality element was prepared and adopted to ensure that planning land use decisions considered air quality issues which may adversely impact sensitive receptors. Goals and policies identified to improve air quality in the planning area were identified at the policy level as well as the infrastructure planning level. Examples of policy level planning include regional cooperation with regional governments such as SCAG and SCAQMD in supporting alternative transportation initiatives. Bricks-and-mortar policies include supporting the construction of the Gold Line. Appropriate land use planning measures adopted include supporting mixed-use development in the land use plan, and supporting programs that create "walkable" neighborhoods with pedestrian walkways and bicycle paths in residential and other types of developments to encourage pedestrian rather than vehicular travel.

Housing Element

The current Housing Element was certified by HCD for the 2000-2005 cycle and is due for re-certification in 2008. The city continues to implement goals and objectives directed by HCD as it prepares for the fourth cycle update. The following is a list of the specific goal and supporting objectives along with a description of the action the city has taken to date:

Programs	Implementation
The enforcement of existing property maintenance codes is a primary means to preserve housing and the quality of neighborhoods. The Code Enforcement Division is responsible for enforcing City ordinances related to property maintenance, building conditions, and other issues. With a staff of two officers and support personnel, the Division handles 73 complaints a month. Building code violations are referred to the Building Division and to housing staff for rehabilitation assistance. Code enforcement is an important means to	The city has increased its program to three officers and coordinates activities with the planning, housing, redevelopment and Building & Safety divisions to maintain the quality of the City's housing stock and neighborhoods.



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2. Single Family Housing Rehabilitation

Although code enforcement helps maintain the quality of neighborhoods, funds are needed to repair homes. To that end, the City offers home loans (up to \$30,000) and grants (up to \$3,000) for homeowners to repairs their single-family detached units. Eligible repairs include those for code violations and /or health and safety repairs (e.g., roof repairs, leaky plumbing, faulty wiring, inoperative heating, etc). The loan is interest free and does not need to be repaid as long as the property owner retains title on the home and does not sell, transfer, or refinance the home.

During the last fiscal year the city provided 8 grants and 6 loans through the Redevelopment Agency for repair and maintenance activities to qualifying households.

3. Multi-Family Residences

In recent years, it has become a concern that some multi-family complexes, particularly four units or less, are experiencing deferred maintenance and repairs. To address this need and prevent the decline of buildings that eventually affect neighborhood quality, it is important to encourage preventive maintenance and substantial repairs where possible and feasible. Therefore, the City will investigate the feasibility of developing a repair loan program for multi-family units given the needs assessment and available funding. Should a program be implemented, the proposed number of units to be rehabilitated depends upon the program feasibility study and availability of funding.

The city has not implemented a multi-family loan or grant program during the housing element cycle. Instead, tenants which receive assistance through the HOME-funded TBRA program are inspected to ensure units meet required health and safety standards.

4. Mobilehome Preservation

Glendora has established a mobile home park overlay zone for its two parks consisting of 873 housing units. This overlay zone permits mobile home units by right. In addition, the City's rent stabilization ordinance regulates rents charged on mobile home unit spaces. Moreover, the City offers repair grants of up to \$4,000 to make emergency repairs to mobile home units. As with the loan program, the repairs must be for code violations and /or health and safety repairs (e.g., roof repairs, leaky plumbing, faulty wiring, inoperative heating systems, etc). However, being that the grant need not be repaid, applicants must qualify as low or moderate-income residents to receive funding.

During the fiscal year 15 grants were provided. Grants of up to \$10,000 are now available.



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5. Historic Preservation

During the 1990s, the City began to experience the alteration of historic homes and structures near the downtown area or the demolition of such structures. To encourage the preservation of those structures, the City instituted a historic district designation covering approximately 130 historic homes. In December 2000, historic preservation grant guidelines were developed and approved by the City Council. For the 2000-2001 planning period, the City has authorized approximately \$25,000 in grants to remedy structural problems and upgrades to major systems. Funding is provided through the CDBG Program. Grants and is not contingent on income eligibility.

The City has made several grants to property owners since 1999. However the program was discontinued during the 2008-09 fiscal year.

6. Land Use Element/Zoning

The Glendora Land Use Element and Zoning Code provides for a variety of residential land uses to accommodate the City's 1998-2005 RHNA allocation. Densities range from 0.5 units/acre in rural zones, to 6 units/acre in low-medium density zones, and as high as 20 units/acre in high density zones. As described in Chapter 4, the City has sufficient sites to address its moderate and upper-income site identification requirement for the 1998-2005 RHNA. The identification of sites for affordable housing for lower-income households is addressed in Program 7. Taken together, the City will be able to clearly facilitate development of housing for all economic segments.

7. Program to Rezone Sites

One of the constraints to the production of affordable housing needed to address the RHNA is the lack of residential land zoned at higher densities. Fortunately the City has a significant reserve of vacant and underutilized commercial and industrial sites, particularly along Alosta Avenue. In 2000, a Citizens Advisory Committee was appointed to study the long-term redevelopment of Alosta Avenue. Although some sites are best suited for business purposes, other sites are preferable for higher density residential uses that conform to the long-term transition of the area. These sites are located along comidors, have adequate infrastructure to support a variety of multi-family housing, and are located near compatible uses.

The city enacted a substantial rezoning program as part of its Route 66 Corridor specific plan (Route 66 was formerly Alosta Avenue). Densities over 50 units are possible under the specific plan.

The City also enacted a new land use designation in its historic downtown area which supports up to 25 units per acre.



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9. Preservation of At-Risk Units

Given the cost of producing affordable units, it is important to ensure that they are preserved. Currently, the City has one senior complex with 105 assisted units that is funded through a Section 8 contract that is set to expire in Year 2013. A second affordable project with 157 units (54 assisted) was recently developed in 1991 with RDA set-side funds. Both projects serve very low and low-income persons as described in Chapter 2 and 3. Neither affordable housing project is at-risk during the 2000 to 2010 planning period. However, the City will continue to monitor the status of both projects and work with the project owner as needed to preserve the units.

10. Section 8 Assistance

11. Clty 1st time Homebuyer

The Section 8 program provides rent subsidies to very low-income households who overpay for housing. Prospective renters secure housing from HUD-registered apartments that accept the certificates. HUD then pays the landlords the difference between what the tenant can afford (30% of their income) and the payment standard negotiated for the community. HUD also makes available a housing voucher of housing choice program, where a family may choose housing that costs above the payment standard if the tenant pays the extra rent. The County Housing Authority administers the Section 8 program on behalf of the City of Glendora.

Glendora offers up to \$25,000 in a deferred loan to 1st-time low and moderate income homebuyers. The loan must be applied toward the downpayment on a single-family home, condominium, or town home and participants must put down a downpayment of at least 3% of the sales price. The loan is at 0% interest for the first five years and at a 3% simple interest rate for the following 25 years. No payments are required during the entire thirty years that the loan is in place. However, the loan is due and payable upon the sale/ transfer of the home or refinancing of the trust deed. This program has assisted 60 households to date.

The City is aware of the conversion date and will identify the project as an "At Risk" complex in the next housing element cycle.

The city is not involved in any Section 8 activity.

The wild fluctuations in the housing market have reduced the level of activity in the first time homebuyer program.

The substantial down payment required to qualify residents for this high cost housing area reduce the effectiveness of this program. The City will be reevaluating the program in the upcoming budget cycle to determine if the program would be continued or if program funding can be diverted elsewhere to increase the supply of affordable housing.



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12. Mortgage Credit Certificate Program

The City participates in the federal Mortgage Credit Certificate Program operated by Los Angeles County. The MCC program allows qualified first-time homebuyers to take an annual credit against their federal income taxes of up to 20% of the annual interest paid on the applicant's mortgage. The tax credit allowance allows homebuyers more income available to qualify for a mortgage loan and make monthly payments. Therefore, the MCC Program is a way to further leverage homeownership assistance. The MCC program has been effective in extending homeownership to 120 households in Glendora.

The city no longer participates in the MCC program and has allocated staff resources to other areas which promote affordable housing.

13. Lease-Own Program

The Lease-Purchase program is operated by the California Cities Home Ownership Authority. The Lease-to-Own Program provides a 38-month lease for a home selected by the qualified person. CCHOA pays 3% down and closing costs not to exceed 4% of the sales price, while the individual pays 1% of the sales price plus first month's lease. After 38 months, the individual has the option of purchasing the home. This program would be a new program for Glendora to be implemented in 2002. To help facilitate and ensure the success of the program, the City will also advertise the new program through a variety of means, primarily through the City's web site.

The city has not pursued this activity and has allocated staff resources to other areas which promote affordable housing.

14. Grant Assistance

In recent years, the Council has expressed concern that seniors have increased to one of every five households and that many are disabled and live on fixed income. Because of income restrictions, seniors are often unable to afford to make needed routine and emergency home repairs and improvements, such as roofing, plumbing, and other repairs. To address this need, the City will apply for grants from the State Department of Aging under the Homestead project. This project will assist older adults (sixty years and older) and functionally impaired adults by providing emergency and non-emergency home modifications (wheelchair ramps, grab bars, etc) as well as home repairs needed to address property code violations.

The city is able to provide assistance to households through its deferred grant and loan programs. Up to \$50,000 is available through the deferred loan program and up to \$10,000 is available through an emergency grant program. Funding is presently limited to \$250,000 for loans and \$70,000 for grants per fiscal year.



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15. Financial and Regulatory Assistance

During the past 15 years, the City has encouraged the provision of quality, affordable housing through the use of various regulatory and financial incentives. Examples include the provision of funding to assist in the development of the Heritage Oaks and Glendora Gardens projects and to provide rental subsidies for lower-income households to afford rental housing. The City will continue providing land write-downs, direct financial assistance, regulatory incentives, and assistance in property acquisition. To address the RHN, the City will waive the park development fee to assist new housing projects that are designed to be affordable to low and moderate-income households.

Using a combination of HOME and CRA funds, the City leveraged \$2.75 million into over \$20 million and negotiated 87 new deed restricted units for low and very low income households. The project will be completed in 2008 and is now under construction.

16. Zoning Code Revision

The City permits group housing in the community. Through its Zoning Code, 18 facilities for disabled persons and two senior projects have been built. Currently, the MS (Medical Services) Zone conditionally permits medical facilities, community care facilities, hospitals, nursing and convalescent facilities, and senior housing. The MS has 3.5 acres of land available for development, and is located near major thoroughfares, with adequate access to public facilities and services. The MS Zone is also suitable for transitional housing and emergency shelters due to the nature of the zone, access to transportation, and access to services.

The city will be considering amendments to the zoning code in the next housing element cycle.

17. Planned Redevelopment Zone

The City has used the Planned Redevelopment (PR) Zone to encourage the construction of affordable senior housing, including the Glendora Gardens and Heritage Oaks projects described in Chapter 3. The PR Zone allows for site planning techniques not permitted through literal application of the Zoning Code; it allows proposal and consideration of projects of any size, type or density. The PR zone facilitates the development of higher-density multi-family housing, because a developer need not secure a General Plan Amendment and zone change and can further request both financial and regulatory incentives from the City.

The PR zone remains an available tool to promote the construction of affordable housing.



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18. NonConforming Lot Ordinance

Due to the City's historical patterns of growth, annexations, and changing development standards over time, a recent analysis concluded that over half of all lots did not conform to Zoning Code standards. Nonconformance represented a constraint to the development and improvement of property, because a variance was required before the lots could be further improved or developed. To mitigate this potential constraint, a nonconforming lot ordinance and permit is needed to allow the full development of lots and enjoyment of property rights when their lot size and dimensions do not meet current standards.

The issue of further development of non-conforming lots has been resolved through zoning amendments which allow development on non-conforming lots by right with no further review necessary. New development is expected to meet zone standards. Exception processes are in place to allow deviations from standards if certain findings can be made.

19. Zoning Code Revision

In order to facilitate housing development to meet State and Federal law requirements, it is important to design codes which facilitate and encourage housing to be built at levels affordable to all economic segments of the community, including special needs. The General Plan and Zoning Code are the primary means for designating land for housing purposes as well as regulating the type and quality of development. The City will conduct a review of the Zoning Code to assess which development standards should be modified to accommodate housing and will review permitting procedures, particularly the conditional use permit process to ensure that that they do not unduly constrain development of housing uses.

The city adopted new zoning regulations as part of the Route 66 specific plan corridor project to facilitate and encourage housing to be built in the specific plan area. Since the plan's adoption in 2003, the City has approved approximately 390 new units over under utilized property, a quarter of which are designated for workforce housing.

20. Fair Housing Services

Glendora contracts with the Inland Fair Housing and Mediation Board to provide fair housing and landlord/tenant counseling services, landlord-tenant dispute resolution, preparation of bilingual housing literature, and testing for housing discrimination. Glendora's 2000 Al also recommended furthering fair housing practices by: (1) increasing the availability of suitable sites for affordable housing; (2) allowing, pursuant to an approved C.U.P. emergency shelters or transitional housing in the MS Zone; and (3) allowing small State-licensed community care facilities by right in residential zones. The City will also amend the MS Zone to take out senior housing as the only permissible use.

The City continues to provide fair housing services through a third party consultant. The city has increased the number of sites for housing through the Route 66 Specific plan project as described above. Other recommendations identified have not been implemented and will be considered in the next housing element cycle.

Historic Preservation Element

In 1999 the City adopted a historic preservation element to reflect the community's desire to preserve historic resources. The element identified the different levels of historical significance at the federal, state, and local levels. Goals and policies are in place that requires the city to consider the affects of development on historic resources. No update



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of the element has occurred since the plan's adoption. Instead, the City has focused on continuing to update information about historic resources in the planning area. Through the City's Historic Preservation Committee, information on resources is updated through the implementation of specific activities such as the preparation of public information brochures.

Household Hazardous Waste Element

In 1990 the City adopted its household hazardous waste element as required by state law. To implement the element a variety of programs have been implemented to keep hazardous waste out of the waste stream which are described as follows:

- The City cooperates with L.A. County in the household hazardous waste roundup collection program.
- The City promotes used oil recycling through state funds
- Stormwater runoff regulations have been adopted along with an enforcement program to limit or eliminate illicit dumping of hazardous materials into storm drains.
- The City provides education materials to schools and the public through community events and other means which raise the awareness of proper disposal of household hazardous waste.